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The administrator in a bilingual, bicultural community must act with caution, forebearance, and great understanding, paying intense heed to his community. The term "bilingualism" refers to facility in the use of two languages, ranging from a minimal knowledge of either language to a high level of proficiency in both. "Biculturalism" is a functioning awareness and participation in two contrasting sociocultures. Biculturalism can be attained without being bilingual; bilingualism can be attained without dual acculturation. In developing a taxonomy for the bilingual program, the psycholinguistics and emotional commitments of the bilingual child should be considered. He may become more committed emotionally to a given concept if taught in one language rather than another. Some program objectives, which can be measured in terms of behaviors, are (1) the bilingual child will participate in more extra class activities; (2) he will learn more about his cultural values and see the differences between his native culture and the Anglo-American cultural value system; and (3) he will understand the process of acculturation. A discussion of teachers, materials, and testing, and a description of funding sources for bilingual, bicultural programs conclude this study. See related documents AI 001 828 and AI 001 829. (AMM)

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ADMINISTRATION OF BILINGUAL EDUCATION

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INTERPRETIVE STUDY ON
BILINGUAL EDUCATION

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ADMINISTRATION OF BILINGUAL EDUCATION

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College of Education
The University of New Mexico
March, 1969

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INTERPRETIVE STUDIES ON BILINGUAL EDUCATION

ADMINISTRATION OF BILINGUAL EDUCATION

FORWARD

In preparing this report on administrative practices and procedures that will be useful in the bilingual school, we want to include a brief look at the nature of the administrator's role in a bilingual, bicultural community. Although it is entirely true that the administrator of such a school will face problems which are common to administrators in general, he will in this particular school find unusual problems, or problems that go by different names or different guises. The matter of budgets, school maintenance, bus routes, cafeterias, and the like are problems which are general to administration. The matter of educational leadership is common to the bilingual school as well as to other schools.

However, the fact that the school exists in a bicultural community leads to some sharp differences, occasionally to subtle, but critical, differences. The communities are likely to be at different levels of their acceptance of the majority culture. The administrator will do well to assiduously listen and observe and determine, for his own community, its general level of acceptance of the "other culture values." He needs to discover its dynamics for change, that is, to what extent, in what direction is this community moving? A severe symptom of rapid movement toward or away from majority values is seen in increased militancy of many communities. Such militancy often reflects a deep desire on the part of the community on one hand, to retain and strengthen its cultural heritage, and on the other hand to obtain more of the positive elements from the other culture. The school administrator in these surroundings needs to act with caution, forbearance, and most of all with understanding.

The administrator in the bilingual school must pay intense heed to his community. He must spend much time visiting, sitting with his school parents, listening to his teachers, listening to the pupils. In a word, he needs as quickly as possible, to "tune in" to the power structure of his community. He will need to recognize that the members of the minority culture may act and respond in different ways than those to which he as been accustomed. It would be a serious mistake to expect the same behaviors in a multiculture community as in a majority culture community. For example, the Mexican-American has a dignity all his own; it is a gentle, kindly dignity. The administrator must abandon the Nordic approach of bluntness, directness, and aggressiveness and adapt to the more gentle and subtle approach of the other. In much the same way, the administrator will need to learn to adapt to the ways of life of the Indian. These are not easy tasks that we pose for our administrators. They are fraught with difficulty. One can, very simply, act as so many have acted in the past, namely, with complete obliviousness toward the problems of the other culture individual. This course of action is relatively safe--it is also totally inefficient and inadequate.

The teachers in the bilingual school will require administrative support of a warmth and depth not usually afforded teachers. The teachers need support to find new and better ways of teaching their charges. The teachers need support as they develop materials, as they develop programs, as they try out new ideas. The pupils must be listened to as well, as the pupils pose special problems of unique backgrounds. So, both teachers and pupils will need a high level of administrative support as they search for new and improved methods for solving their urgent problems.

Finally, and perhaps most importantly, the administrator must find ways and means for legitimitizing his program. As will be discussed further in this paper, new programs, regardless of excellence of rationale, may not be enthusiastically embraced by the community. New programs may pose threats of various kinds to the community. The administrator must be alert to find effective methods for enlisiting community participation and support as he moves his school into more effective educational experiences.

James G. Cooper
Co-Director

ADMINISTRATION OF BILINGUAL EDUCATION

1. INTRODUCTION

Historically American education has been preoccupied with the complete Americanization and acculturation of all minorities including bilingual and bicultural groups. The rationale for this was that acculturation was a prerequisite to full participation in the benefits of American society. Unfortunately, acculturation generally meant the annihilation of the minority culture. In recent years, however, increasing attention has been focused on preserving and reinforcing the socioculture and language of the ethnic and cultural minorities.

Two forces have encouraged the increased concern for bilingual, bicultural education. Educators, concerned with the socioculture of minority groups, have begun to realize that the typical curriculum offered the middle class English-speaking students has not provided equality of educational opportunity for minority children. They have mustered evidence which indicates that in their encounter with typical curricula and regular teaching approaches, minority children are significantly retarded. The attainment levels are also significantly lower than those of middle class children. Educators are therefore calling for major curricular adaptations. Secondly, some minority group members who have survived the onslaught of the traditional curriculum have been clamoring for modification of the curriculum to include treatment of the native culture and language. Not only should the history of the minority culture be taught, they assert, but also the teaching of subject matter should be done bilingually.

Definition of Bilingualism.

The term bilingual lends itself to many interpretations. Bilingualism refers to the facility in the use of two languages, ranging from a minimal knowledge of either language to a high level of proficiency in both. Generally, the bilingual person tends to be more proficient in one language than the other, even though he may have attained a high degree of proficiency in each. This fact often presents some confusion to educators. They think that the child of a given sociocultural background will be more proficient in his native language than in English. Generally, this is an unreasonable expectation. For example, Mexican-American children tend to be more proficient in English than in Spanish, despite the fact that their proficiency in English is very low.

The concepts of bilingualism and biculturalism are closely related. For example, in the Southwest* all the bilingual people either speak Spanish or Indian dialects, as well as English. Both groups are from

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*Since the research which provided the data on which these generalizations are based was conducted in the Southwestern region, frequent references will be made to the Spanish language. There is no intent on the part of the authors to limit the application of the concept of bilingual education programs to Spanish-English programs, however.

a cultural background different from the Anglo-American culture. Thus, in the Southwest, bilingualism always connotes biculturalism. Even though interrelated and interdependent, bilingualism and biculturalism are two distinct phenomena. The term bicultural refers to sociocultural elements that go beyond language. Biculturalism is a functioning awareness and participation in two contrasting sociocultures values, and statuses. For the purposes of greater clarity, it should be emphasized that biculturalism can be attained by a person without being bilingual, and that bilingualism can be attained without dual acculturation.

2. GOALS

To be productive, the purposes of bilingual education, like other goals of education, must be stated in terms of desired behavioral outcomes. Only when one states the goals of education with specifications for terminal behavior does one have the opportunity of determining the extent to which the goals have been met. In the area of bilingual education, behavioral objectives must be stated at least in the following areas:

a. Language skills
b. Knowledge and concepts
c. Application and use of knowledge and concepts
d. Development and reinforcement of attitudes
e. Social functionality

Language Skills.

The primary thrust of bilingual education is the inclusion to some degree of a second language other than the language of the school. It is necessary to state the level of proficiency, in the second language which is desired of the students.

In some programs the native language of the child is used merely as a vehicle by which the child is directed into learning English as a second language. In these programs, different degrees of proficiency in the Spanish language are required of the children. For example, it is possible that the substandard Spanish which a child employs will be used as a device to improve proficiency in English. In this case little or no instruction is given which would make the child more proficient in his native language. In this same type of program, it is possible that a minimum amount of instruction in the native language will be given in order to make the child literate in that language before attempting to make him literate in English. Nonetheless, the impact of instruction received in the native language, whether pertaining to subject matter or the language per se is minimal because the major objective is to transfer the child from the use of his native language into the use of the language of the school as fast as possible.

In programs where equal proficiency in two languages is desired, the native language is not regarded as a tool for easier teaching of the school's language. Curriculum content may be presented in either language, and the choice of which language is to be used frequently

revolves around the matter of which language and its attendant culture best facilitates learning of the particular content. There are certain subject matter areas and certain materials that are better presented in one language than another. In these programs it is necessary to have bilingual teachers assigned to second language* instruction.

Knowledge and Concepts.

The knowledge and concepts that are to be taught in the bilingual curriculum, whether it be in English or in Spanish, need not present any more difficulty for the development of scope and sequences than they would in a monolingual program. It is desirable to develop the scope and sequence of all courses and subject matter area in terms of a taxonomy. It is not the place of this report to recommend one type of taxonomy. There is one factor to consider, however, in determining the language to be employed in the introduction of new concepts and knowledges. The bilingual child, because of his psycholinguistic tendencies, may become more commited emotionally to a given concept if taught in one language rather than another. For example, when studying about the family or some aspect of the Mexican-American culture, it would make more sense to use Spanish in teaching this unit than what it would to use English. Thus, one of the strong implications seems to be that we take into consideration the psycholinguistics and emotional commitments of the bilingual child stemming from his language and his culture when we develop a taxonomy for the bilingual program.

Application and Use of Knowledge and Concepts.

The development and statement of bilingual program objectives related to the application and use of knowledge and concepts is no more difficult to achieve than in monolingual programs. However, it should be understood that the bilingual child, especially in the Southwest, is a bicultural individual. He lives in the world of his native Mexican-American culture as well as in the world of the Anglo-American culture. Certain types of behavior are desirable in one sociocultural context and are less desirable in the other. The child must learn to discern in what sociocultural contexts certain types of behavior can be used with least ill effects and with major desired outcomes. At the same time, the bicultural individual needs to know what set of values are attendant to the various roles that he plays in the two sociocultural worlds. For example, to use the value sets of competition within the Mexican-American family would cause disharmony and perhaps disruption. On the other hand, not to use the cultural set of competition within the labor market and to replace it with the cultural set of cooperation can be detrimental to the individual. Thus, one must think in terms of the sociocultural context in which the individual is going to be operating, and one must try to develop in him a sense of certain knowledges and skills, and a sense of where certain value sets can best be used.

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*For the purposes of this report, the second language of instruction is the native language of the child.

The very fact that the administrative officer deals through and with a multicultural community may pose unique problems. Changes of programs aimed at improving the learning of the child may be perceived as being retrogressive, as being a return to older, undesirable patterns. The administrator must marshall all community support as he endeavors to set more realistic goals for his school.

Development and Reinforcement of Attitudes.

Research on the effect of middle class behavior in school standards on the bilingual, bicultural child is rather scant. The lack of highly controlled studies has not deterred educators from drawing conclusions about the effects of school constraints upon the bilingual child. People who have worked for several years with bilingual, bicultural individuals are convinced that this insistence on middle class behavior has had serious negative effects on these children. The children, it is asserted, generally become ashamed of their culture and think that the Spanish language is inferior to English. The studies on acculturation support this. Thus, one finds quite a few statements on objectives dealing with reinforcement and development of the self-image of the bilingual, bicultural child. It would seem that this is one of the strongest reasons why there should be a bilingual, bicultural educational program. However, to state an objective such as, "One of the purposes of the bilingual program is to develop a better self-image or self concept of the bilingual child" is inadequate. We must express objectives in terms of behaviors that can be measured. For example:

> The bilingual child will participate in more extra class activities.
>
> The bilingual child will learn more about his cultural values and will see the differences between his native culture and the Anglo-American cultural value system.
>
> The bilingual child will understand the process of acculturation.

Only when objectives are stated in behavioral terms can they be attacked readily.

The same principle holds true for the development of attitudes. Generally speaking, the bilingual child belongs to a minority group with all its attendant anomalies. Therefore, much of what must be done has to be done in terms of providing equality of opportunity, not only in the area of learning of skills and concepts, but also in the area of attitude development. The failure syndrome, the timidity complex, and self-hatred are all problems that seem to be prevalent among bilingual, bicultural children. This is not because they are bilingual and bicultural, but because they are members of the minority group that has had unsuccessful encounters with a majority group. These attitudes are present in the parents and are reflected in the children. Extensive measures need to be taken in order to develop a more wholesome personality in these children.

Social Functionality.

It must be remembered that the bilingual, bicultural child is going to function, whether he likes it or not, in two worlds. He is going to function in the socioculture of the Mexican-American and in the socioculture of the Anglo-American. He will be buffeted by the forces of both. On the one hand he will be punished for being Mexican-American. The closer he approximates the typical behavior of the Anglo-American, the more the rewards of that socioculture will be made available to him. As he moves in that direction, there will be feelings of guilt for having deserted his native group, his friends, and his family. There will be a nostalgia to return to the old socioculture. There will be pressures on him to return and sanctions for having become a "Vendido." While the school cannot prescribe and determine what the behavior of the individual will be after he leaves school, a very strong effort should be made in the bilingual, bicultural program to make the individual cognizant of all the conflicting forces that are going to be his lot in life because he is a member of a bilingual, bicultural minority group.

Relation of Immediate, Intermediate, and Ultimate Goals.

There has been a strong tendency to start bilingual educational programs in a piece-meal fashion. These programs reflect the attitude that the language is the most important factor in the program. Therefore, it is thought that maximum proficiency in the second language is needed before a bilingual program can be implemented. Other programs reflect the attitude that bilingualism is not so very important after all. Thus, only such programs as pre-school or primary bilingual programs are instituted. While these types of programs may have some merit, the final outcome in terms of desired terminal behaviors is very questionable. The Spanish that a child learns or uses in the primary grades as a vehicle of instruction, and which is not reinforced during the rest of his school career, will soon be forgotten. The child will benefit undoubtedly from minimal instruction, but only for the moment. Constant reinforcement is necessary especially at the stage in life where the individual's sociocultural set crystalizes.

The Bilingual Education Goals and Public Relations.

Although bilingual education has existed for the elite in the form of leisure time learning, it is a recent phenomena for public education. Since the public schools are the servants of a wider system of the parents and the taxpayers, a strong public relations program is needed to promote continued support. It is necessary to legitimitize the bilingual education program in the eyes of the public, the parents, and the other patrons of the school. Also, this public relations program provides an easy vehicle to bring into the school the Mexican-American or Indian parent, who may not be otherwise interested. Therefore, through the bilingual program, it is possible to bring the parents to the school in order to get from them whatever they have to offer the program, as well as to be of help to them.

3. THE BILINGUAL EDUCATION PROGRAM

It goes without saying that if the goals of the bilingual education program have been stated in behavioral terms, the program to be implemented should reflect very closely those goals and objectives. The activities and materials used in the program should attempt to bring about those behavioral changes in the bilingual, bicultural children stated in the objectives. Often when the goals of a program are not stated in behavioral terms, the materials available and the textbooks used in the program determine the goals and objectives of a program. The materials and texts used in the bilingual program should be the tools by which the goals and objectives are reached. Similarly, the activities through which the children learn these behaviors and develop certain types of attitudes should reflect clearly the goals of the program. Since there is presently a dearth of bilingual-bicultural materials to be used in the classroom, the danger of materials dictating objectives is somewhat minimized. Program developers and the teachers of bilingual education programs have a clear field in which to develop and implement programs using the research available and the best theories that can be mustered.

The program itself should be realistic for the children it is serving. It is necessary for the program developers to have a very clear understanding of the culture and the bilingual, bicultural child so that fallacious assumptions are not made. Broad assumptions cannot be made regarding the extent of experiential background that the child may have in relation to the learning experiences to which he will be subjected in the classroom. Because children in these programs frequently come from a low socioeconomic group, they are inadequate even in the use of their native language. Instead of having a rich background in their native language, they suffer from a very restricted array of experiences. The same holds true regarding their native cultural background. One must remember that a vast proportion of the bilingual, bicultural children in the Southwest actually comes from the culture of poverty or from the levels immediately above it. This means that they do not have many of the dexterities possessed by ordinary middle class children.

Therefore, the program should use all the available resources, however meager, of the children's second language and native culture to develop greater breadths of perception and to widen scopes of value systems. In attempting to change these perceptions, however, the present culture and personality of the individual must be considered. Reward systems implemented in the program should reflect the sociocultural meanings that the children attach to such motivational factors as reward and punishment. It should not use motivational symbols that are meaningful only to the teacher. For example, the children of this low socioeconomic level will rarely understand fully the motivational structure stressing high competition--a favorite pattern of most teachers. Also, the teacher must understand the communication patterns of the children in order to communicate adequately with them, not only in the reward-punishment patterns, but also in the presentation of materials.

Children from the lower class have not had the opportunity in homes, neighborhoods, and peer groups to develop along lines similar to middle class children. The experiential background of the children coming from middle classes tends to be much more compatible with the expected behavior in the ordinary program than that of the lower class children. Lower class children come from an impoverished background where there is a minimum of artifacts and symbols that are conducive to academic growth and development. They usually come from a very restricted geographic area, and are socialized by parents who in general have a very low educational attainment level, and who are characterized by the restricted and often negative socioattitudinal values of the culture of poverty. The bilingual, bicultural program should take into account these severe social and cultural limitations.

These experiential deficits suggest that usually the bilingual program will also be a compensatory education program. Beyond instruction related to the ordinary growth and development patterns for which the school assumes responsibility, the bilingual-bicultural program should attempt to implement activities and structures in areas which for these children heretofore have been neglected. For example, the bilingual bicultural child coming from an impoverished home should be given the opportunities to learn what the so-called "better things of life" are. He should be given the opportunity to develop an emotional maturity. If the culture does not include an orientation toward competition, the program should include activities which will provide this awareness.

The program should not be overly ambitious, however. Attempting to do more than what the resources available enable one to do is nearly as disasterous as not doing anything. The goals and activities of the program should take into consideration the needs of the children who are going to be served, and also the resources available. It is fruitless to launch into programs which require greater resources than are available except in the possible case where one hopes to encourage the input of additional external resources by a demonstration of a successful program start.

The wise administrator will probably find that his staff can prepare, develop, and test a substantial amount of "home made" learning material. The costs should not exceed those for commercial material; the "home made" material should possess a high degree of curricular validity, a claim not possible with most of the commercial material.

Bilingual education should not penalize the child's growth and development in other areas of the curriculum. Regardless of how nostalgic and how enthusiastic the program developer may be, there is little merit in learning another language <u>just for the sake of knowing it</u>. If the bilingual, bicultural education program does little to develop a more integrated personality and to enhance the self concept in the bilingual child, it would be better that bilingual education not even be attempted. If the child is going to be penalized in other areas of development, for the sake of learning another language without

ample program integration, careful stock should be taken of our motives. In short, bilingual and bicultural education should open the door, broadening the horizons of the bilingual child, and enhancing a more integrated development of his personality.

4. THE TEACHER AND BILINGUAL EDUCATION

It would be fallacious to assume that "paraprofessional" people who do not have training in the areas of education theory, child growth and development, and the subject matter areas of instruction would be effective teachers just because they happen to be bilingual. The standards for professional training should be as high for the teacher in the bilingual programs as for other teachers. Certainly, the preparation should be different. However, bilingual paraprofessional people can be a welcome bridge between the school and the home, between the socioculture of the school and the socioculture of the community, and can provide a wholesome interaction between the two sociocultures. However, because of lack of training and perhaps lack of experience, the paraprofessionals cannot assume full responsibility for the program. They must be placed under the guidance of a fully qualified master teacher.

Beyond the regular qualifications required by the district and certification regulations, the bilingual teacher should have qualifications not possessed by the average, middle class teacher. This teacher should have a deep understanding of sociocultural theory, of child growth and development, and personality development theory. Also, this teacher should know, through experience, through interaction, and through scientific understandings of the sociocultural background of the bilingual, bicultural child. It is not sufficient for this teacher to be of good will and desirous to do right by these children. These children, in a very realistic sense, are exceptional children because their emotional commitments, value systems, and cultural perceptions are different. It is the teacher who should be able to understand the background of these children and make accommodations. Immature children, alone, should not be expected to accommodate themselves to the sociocultural idiosyncracies of the teacher and school.

A cultural understanding, from a theoretical or scientific frame of reference, is not sufficient for these teachers. They should be empathetic to the socioculture of the children. A teacher who is not cultually sensitive, nor emotionally empathetic with these types of children will not be able to understand fully the personality make-up of these children, nor will she be able to motivate them to greater areas of achievement and development. A teacher who is insensitive to the culture and unable to empathize with these children will probably contribute to the self-fulfilling prophecy of the failure syndrome. Because of her lack of sensitivity, she will place the child in situations of cultural conflict. She will, by her insistence on middle class behavior and foreign rationalizations, aggravate the anxiety that is already present in these children. The results can be alienation. This can be avoided by having knowledgable, empathetic teachers working with the bilingual, bicultural individual.

The teacher of bilingual education preferably should be a bilingual herself. It is not imperative that all teachers be bilingual, but at least those who are going to be teaching the child subject matter in his native language should be proficient in that language. Similarly they should be equally proficient in English so as to offer themselves as good models in the two languages for those children. The teacher of the bilingual, bicultural child should be a person who not only can speak the language, but who also understands the culture of the language. Preferably, the bilingual teacher should be a bicultural individual. Bicultural in this sense is defined as a person who thoroughly understands the social and the cultural systems associated with the languages employed in the program. A bicultural individual is a person who is not overwhelmingly emotionally commited to the roles and value systems of either culture. Rather, a bicultural individual is one who knows the roles that are to be played in each culture and understands and appreciates the intended values of each role. She has been able to see "the games people play" in each socioculture and is also able to see the idiosyncracies of each. She is therefore able to help the child verbalize and deal openly with his own cultural conflicts.

It is realized, however, that relatively few individuals can attain this level of development. The least that should be done, however, in providing teachers for these programs is eliminating all of those who have strong negativistic personalities. Such personalities exhibit extreme defensiveness, extreme anxiety, and other types of personality dysfunctions. On occasion, this personality is observed in teachers who themselves are members of a minority group. In this regard, it should be noted that a strongly militant teacher who is bent upon cultural resurgence at all costs has as bad an influence on the child as one who is bent upon acculturating the child into the majority culture. The strongly militant teacher with her overwhelming missionary zeal may fire these children into activities that are not only socially unacceptable, but morally reprehensible. A stable personality, a cheerful attitude, and a deep understanding of children are all desired qualities in a bilingual, bicultural teacher.

5. MATERIALS

At present, there is a dearth of materials for the bilingual, bicultural education programs. The materials that are in existence today tend to be translations from English originals. Relatively little material has been developed originally in Spanish. Some of the materials that are translated are indeed very good, especially those which deal with the sciences or mathematics. However, some of the other materials, which are direct translations from the English versions, do not fit into the sociocultural context of the Spanish language. Therefore, they appear unrealistic to the student himself. Some of these translated materials lose the essence they possess in the English language through sheer loss by translation. Others are so much out-of-context they are ridiculous. Caution should be exercised in

using bilingual program materials that are direct translations from the English. This implies for the bilingual education program that professional writers and publishing houses should develop materials that are written in the sociocultural context of the language and preferably in the vernacular.

The dearth of materials for bilingual education has implications for teacher preparation programs. As part of their preparation program, teachers should be trained to develop their own materials such as tape recordings, visual materials, and films, as well as printed materials. The personal experiences of teachers such as travel should not be minimized. Some teachers, for example, may have extensive collections of slides taken during their travels. If these fit within the context of the units that are being taught, they should be used.

We should learn from the experiences gathered in the adult education and the war on poverty programs. Some materials developed for these programs were labeled "materials for adult basic education," but were nothing more than copied materials from the primary and intermediate textbooks. They made no allowance for the mature interest level of the readers. Similarly, it can very easily happen that the materials that will be developed for "bilingual education" may be nothing more than flimsy translations of the already existent materials. Curriculum developers, and administrators, as well as teachers, should take a very careful look at the materials in which they are going to invest their monies.

6. METHODOLOGY

Because of the anxieties and timidity of the bilingual, bicultural student, approaches that involve the student extensively are more desirable than approaches which are teacher dominated. These children, however, must be trained to operate and function smoothly and effectively in the permissive atmosphere. One has to consider the sociocultural orientation of the autocratic family from which the Mexican-American comes, and one must train these children in the art of self-instruction and group process. One may find it necessary to start by creating a relatively direct atmosphere and progressively change it into a more permissive situation. The children must be brought to understand what the democratic processes are, how they can function within them, and how they are able to get more for their time and effort by operating in a cooperative situation than by operating only in teacher-directed activities. Whatever approach is used, it must help the student develop greater self-confidence.

In recent studies, it is being found that in small group work, the Mexican-American and Indian child is further motivated by having the reward pattern centered around the group, and not centered around the individual. They feel more at ease if the total group is rewarded instead of having individuals singled out and rewarded. Similarly, in the socioculture where competition is not a strong, viable force, and where this trait is even looked down upon, the use of motivational structures that are highly competitive in nature may be ineffective and

even detrimental to the children.

The approach the teacher uses must be tempered with a tolerance for student beliefs which are rooted in magic and religious tradition. For example, in the old religion of the Southwestern Navajo Indian, it is believed that the center of the earth is in liquid form and that people emerged from this to the surface of the earth. Mythology and magical explanations are used in explaining the origin of life, the nature of the universe, and the personality of the individual. When a teacher in her science class almost irrationally expounds unmercifully on the scientific approach to the explanation of all natural phenomena, the Navajo has a difficult time reconciling the theories of the teacher and the teachings of his native religion. In such cases the child may, because he is aware of the reward-punishment patterns of the school, learn to memorize and verbalize the data that the teacher presents. He may even be able to repeat these data at examination time, despite the fact that they are repugnant to his culture. But the incidental learning stemming from compliance and guilt may be most damaging. Therefore, the teacher must find ways of accepting divergent explanations of natural phenomena to which members of minority cultures have strong emotional commitments.

7. TESTING

The administrator is confronted by a serious problem when he attempts to measure the aptitude and achievement of bilingual children. Standardized tests must be used with caution. Aptitude tests inappropriately provide a depressed score indicating that the children possess less native ability than they do. Because of the lack of validity due to cultural variations, achievement tests have severe limitations when used for diagnostic purposes. Unless administrators, curriculum directors, and teachers are familiar with the lack of validity and often lack of reliability of almost any type of test when applied to bilingual children, these children will be improperly handled. For example, slow learners and low average children are too often placed in classes for the mentally retarded. When learners are misplaced, they are penalized unwittingly and suffer the serious consequences of this error. The bilingual, bicultural child is thereby deprived of his right to equality of educational opportunity.

Little developmental activity has occurred which would provide diagnostic instruments appropriate for the bicultural child. The available diagnostic reading tests are probably good and will help the teacher in the regular reading p[illegible]am. The Miami Linguistic Readers are reasonably successful for diagn[illegible]tic and remediation purposes because these readers were specifically designed for the Spanish-speaking bilingual. However, there are no diagnostic tests to be encountered in the area of teaching reading and ability to read in Spanish. There are few, if any, adequate diagnostic tests in other curriculum areas. These problems are compounded for Indian pupils.

Many educators categorically refuse to administer any type of standardized test to the bilingual, bicultural child. They would much rather rely on the teacher's judgment and evaluation. However, this approach is not without its pitfalls. Often the teacher dealing with bilingual, bicultural students evaluates the child in terms of her subconscious sociocultural idiosyncracies. The result is that the child is then being measured by an instrument, the teacher, who also possesses biases. In addition, these biases are even less explicit than those built into the paper-pencil test! Despite these handicaps an evaluation performed by the culturally sensitive teacher remains as the only reasonable method for obtaining data upon which educational decisions can be made.

8. FUNDING POTENTIAL FOR BILINGUAL, BICULTURAL EDUCATION PROGRAMS

Bilingual, bicultural education programs, to have the fullest potential for success, will need--in most cases--a multifunding approach. The most accessible source of funding is the use of Title I, ESEA monies. The money is channeled to the Local Education Agency (LEA) through the State Education Agency (SEA). The money has only the restriction of being used for "disadvantaged" children. The LEA needs only only to identify as its primary aim the improvement of skills in communication competency to put such money into program use. The money may be used to train or re-train teachers, develop or purchase materials, re-structure curriculum, employ additional personnel, and many other areas.

The most obvious source of these programs is the Bilingual Education Act, Title VII, ESEA. This money is available directly to LEAs and may be used for almost any aspect of the program. The present difficulty with this program is the limited amount of money--$7,500,000 for FY-69. With limited funds, reliance on this source for an initial beginning of a bilingual, bicultural education program may delay such a program and should not be counted on except as a minor supportive segment.

The Educational Personnel Development Act is designed to train or re-train teachers. The program is set up to permit school districts as well as higher education institutions to develop fellowship programs and teacher institutes. The Act has a sizeable amount of money and should be considered as a vital aspect for preparation of teachers for bilingual, bicultural programs.

Title II, ESEA, is designed to provide materials that can be used in these programs. Adequate monies in this area provide a rich source for securing materials, library materials, primarily. This program is operated through SEAs.

Title III, ESEA, now almost completely administered and operated by the SEAs provides support for innovative and demonstration centers which have an opportunity to develop new approaches to meeting the educational challenges of the bilingual, bicultural student. This money can be used in an almost endless number of ways of meeting the problems.

The newly enacted Dropout Act, Title VIII, ESEA, has even more severe funding limitations than the Bilingual Act--$5,000,000 for FY-69. But it does give the LEAs a chance to develop some aspects of a bilingual, bicultural education program. Districts would do well to consider this source as giving extra depth to their basic program.

The Adult Basic Education Programs can be used as a means of bringing into the regular program the participation of parents and the strengthening of their abilities to work with their children. There are monies for development of national demonstration projects that can assist in the broadening of the basic programs.

The Educational Laboratories, funded under Title IV, ESEA, have, particularly at Austin and Albuquerque, developed techniques and materials that are available for use by LEAs. School districts moving into the bilingual, bicultural education area should utilize the experience of these laboratories.

Title I, Higher Education Act, gives support to community service programs of the colleges and universities that can have direct impact on the initiation of bilingual, bicultural programs in LEAs.

The National Teacher Corps, both through its commitment to prepare teachers to work in "disadvantaged" areas of local schools, and through its High Intensity Language Training Program (HILT), can be of great assistance to school districts moving into bilingual, bicultural education. In this area, the school and the higher education institution work together to produce additional teachers.